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CHILD WELFARE NEEDS IN MASSACHUSETTS AS AFFECTED BY THE WAR

A Thesis

Submitted by

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(A.B., Smith College, 1934)

In Partial Fulfillment of Requirements for

the Degree of Master of Science in Social Service

1943

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TABLE OF CONTENTS

CHAPTER		PAGE
I.	INTRODUCTION	1
	Purpose of the Study	1
	Method	2
	A National Perspective	5
II.	DAY CARE NEEDS FOR CHILDREN OF WORKING MOTHERS	10
	State Day Care Committee Formed	10
	Promotion of Local Day Care Committees	10
	Local Surveys Encouraged	11
	More than 60,000 Mothers Employed	12
	Increasing Need for Women Employees	15
	Women Recruited by U.S.E.S.	16
	New Bedford	17
	North Adams	19
	Springfield	20
	Government Policy as to the Employment of Mothers	23
	No Alarming Neglect of Children of Working Mothers	25
	Coordination of Day Care Activities	29
III.	JUVENILE DELINQUENCY	30
	Increase Indicated by Larger Courts Nationally and in England	30
	Increase Indicated by Board of Probation--	31
	--But Not for Suffolk County	32
	Previous Trend Downward	33
	Only 1 Per Cent Increase for State Noted by Administrative Committee of District Courts--	34
	--But Larger Increases in Areas of War Industry	36
	Commitments Have Increased	36
	Juvenile Offenses More Aggressive	38
	Adolescent Girls Restless	43
	Long Range as Well as Immediate Delinquency Prevention Plans Necessary	44
IV.	FOSTER HOME PLACEMENT	46
	Boarding Home Shortage Felt Nationally	46
	Successful Drive for Homes in New York City	46
	Chronic Need for Homes Now Acute in Massachusetts	47
	Joint State-Wide Campaign for Homes Planned	51
V.	CHILD WELFARE NEEDS IN MASSACHUSETTS AS AFFECTED BY THE WAR	53
	Wartime Conditions	53
	Day Care Needs for Children of Working Mothers	54
	Juvenile Delinquency	58

TABLE OF CONTENTS

Foster Home Placement 60
Preservation and Reinforcement of Existing Services 62

APPENDICES 64

A. Massachusetts Day Care Committee 64

B. Local Day Care Committee Chairmen 66

C. Cities and Towns Served by Area Offices of the United States Employment Service 69

D. Day-Care of Children of Working Mothers, Directive No. IX, War Manpower Commission 73

E. Policy on Employment in Industry of Women with Young Children, War Manpower Commission 76

F. Executive Order No. 47, Commonwealth of Massachusetts 78

BIBLIOGRAPHY 81

TABLES

PAGE

TABLE I. Employment of Women in Manufacturing Industries and Percentage of Total Employment, Massachusetts, January, 1943, and Estimated Expansion, January--June, 1943. 14

TABLE II. Comparison of Court Appearances of Juveniles, January 1--October 31, 1941, and Same Period, 1942, 77 Courts, Massachusetts. 32

TABLE III. Comparison of Court Appearances of Juveniles, and Average for Ten Year Period, Massachusetts, 1933--1942. (Based on Board of Probation figures.) 34

TABLE IV. Court Appearances of Juveniles, Massachusetts, for the Ten Year Period, Oct. 1, 1932--Oct. 1, 1942. (Based on statistics of the Administrative Committee of the District Courts.) 35

TABLE V. Comparison of Court Appearances of Juveniles in Massachusetts, Selected Courts, for the Periods, Oct. 1, 1940--Oct. 1, 1941, and Oct. 1, 1941--Oct. 1, 1942. 37

TABLE VI. Resident Population, Massachusetts Training Schools, on the First Day of the Month, December, 1940, to March, 1943, and Normal Capacity. 39

CHAPTER I

INTRODUCTION

Purpose of the Study

During the past year, many questions have been raised inquiringly concerning child welfare in wartime Massachusetts, but few have been satisfactorily answered because of the difficulties involved in getting facts in a changing situation. Active interest has centered especially around three problems during the past year: (1) provisions for day care of children of working mothers; (2) the impact of the war on juvenile delinquency; and (3) the situation as to the supply of foster homes. Both lay and professional interests have been aroused concerning two of the problems, day care needs for children whose mothers are employed, and juvenile delinquency; the third problem, the diminishing supply of foster homes has up to now concerned primarily the professional group.

Day care needs of children of working mothers and juvenile delinquency have both received considerable space in the press in Massachusetts and in other states. Frequently sordid stories have appeared such as one about children with doorkeys around their necks left alone by working parents. Alarms have been spread as to serious upsurgings of crime among children. Newspapers have cautioned against what might be expected in this country as to juvenile delinquency if the experience of England is repeated here. Many sweeping statements have been made concerning the state of juvenile delinquency in Massachusetts and concerning the neglect of children whose mothers are employed.

Some of the questions which have been asked during the past year by

those concerned with the welfare of children in wartime follow:

How many mothers are employed?

What provisions are they making for their children?

Are children being neglected because mothers are employed outside the home?

What is the government's policy concerning the employment of mothers?

What is the community's responsibility in providing adequate services for children of working mothers?

Is juvenile delinquency increasing?

What kinds of offenses are bringing juveniles to the attention of the courts?

Is delinquency among girls increasing?

What factors have contributed to the curtailment in supply of foster homes?

Has the war created an increased need for foster home placement?

What is the relation of all of these needs to the industrial and economic situation in the various parts of the State as occasioned by wartime changes?

What can be done to cushion the effects of necessary changes as they might unfavorably affect the welfare of children?

Method

This thesis represents an attempt to answer some of these questions in the light of whatever information is available. It represents an attempt to coördinate and assimilate various data obtained from state and local agencies, public and private, and to review studies and reports made during the past year covering the questions raised above. The sources of the data will be continually noted. An important source used was newspaper clippings as accumulated over the past year through a clipping

service covering the states of Massachusetts and Connecticut, particularly on subjects related to the questions raised above.

The problem of gathering the material was somewhat simplified as the writer had access to the files of the Advisory Committee on Child Care of the Division of Health and Social Services of the Massachusetts Committee on Public Safety and had been engaged in accumulating pertinent material for the use of the Massachusetts Child Council during the past year, working with various committees of the Child Council and of the Children's Department of the Boston Council of Social Agencies.

Much of the writer's information on the problems under investigation represents the thinking of the various groups in whose discussions she participated during the past year among which were the Delinquency Committee of the Children's Department of which Dr. George E. Gardner, Co-Director of the Judge Baker Guidance Center, is Chairman; and the State-wide Foster Home Committee, the Chairman of which is Mr. Ralph S. Barrow, Executive Secretary of the Church Home Society. She wishes also to acknowledge the assistance of the Director of the Massachusetts Child Council, Mr. Arthur C. K. Hallock.

The statistics used relating to the numbers of women employed and probable future employment of women come from reports issued by the United States Employment Service and the Massachusetts Department of Labor and Industries. Some of these reports have had considerable newspaper publicity and others have been given to the Massachusetts Day Care Committee for more confidential use for assistance in local planning. The confidential material, particularly names of plants planning expansions, has been

omitted for purposes of this study.

The statistics relating to the neglect of children are those obtained from a study, recently completed by the writer, of children of working mothers known to the Massachusetts Society for the Prevention of Cruelty to Children during 1942.

The statistics relating to juvenile delinquency which the writer has used come from the three official bodies of the state government concerned with the problem: the Board of Probation, the Administrative Committee of the District Courts, and the Division of Juvenile Training of the State Department of Public Welfare.[1]

Available statistics for 1942 relating to court appearances of juveniles in the seventy-three lower courts of the state have been reviewed in relation to the situation during the past ten-year period.

Similarly statistics relating to commitments to the three state training schools for delinquents, the Industrial School for Boys, the Lyman School for Boys, and the Industrial School for Girls, have been analyzed for 1942 in relation to preceding years.[2]

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1 The Board of Probation located in the new Courthouse Building, Pemberton Square, Boston, has supervisory power over the probation work of the courts, for delinquent children and is authorized to make such recommendations as are considered advisable for improvement of methods of dealing with children (Mass. G. L., Ch. 119, s. 5). The Administrative Committee of the District Courts, the Chairman of which is Hon. Charles L. Hibbard, Judge of the District Court of Central Berkshire, Pittsfield, has general superintendence of the district courts (Mass. Acts of 1941, Ch. 682). The Division of Juvenile Training, 41 Mt. Vernon Street, Boston, has general supervision and control of the state training schools for delinquents (Mass. G. L., Ch. 120).

2 Boys under fifteen may be committed to the Lyman School at Westboro; boys between fifteen and eighteen to the Industrial School for Boys at Shirley; and girls under seventeen to the Industrial School for Girls at Lancaster.

The statistics studied in relation to the shortage of foster homes are somewhat less official but reveal the impact of the present war situation upon certain representative child-placing agencies in various parts of the state. Those reported for the Division of Child Guardianship of the State Department of Public Welfare may be regarded as official.

The daily newspapers of the state provided continuous and current information concerning child welfare problems in local communities. Cross checking a considerable sample of information with that obtainable in the city and town files of the Massachusetts Day Care Committee revealed a high degree of accuracy in newspaper reporting. Frequently the reports printed were as submitted to the paper by the local Committee on Child Care of the local Public Safety group.

Newspaper clippings are particularly valuable in studying a current and changing situation in that the attitude of the community toward the matter presented is usually clearly indicated. Care was taken to preserve revealing headlines which have been quoted as substantiating evidence in reference both to day care needs for children of working mothers and to the situation as to juvenile delinquency.

Newspaper reports have been used to supplement factual data available in the files of the Massachusetts Day Care Committee and of the Massachusetts Child Council. The newspaper clippings especially reveal community attitudes.

A National Perspective

Shortly after the outbreak of the war, the Board of the Child Welfare

League of America reported the following problems as requiring the special attention of children's agencies throughout the nation. These problems are listed in the order presented in the January, 1942, Bulletin of the Child Welfare League.

1. The need for increased facilities for the day care of children of working parents.
2. The reduction in the number of acceptable foster family homes.
3. The need for protection of and recreation facilities for children and young women in defense communities and areas contiguous to military camps.
4. The imminent danger of a serious increase in truancy and delinquency.
5. The need to keep physical health at a high level.
6. The need for increased facilities for the care of unmarried mothers.
7. The need for funds to continue child welfare services in rural and industrial areas.
8. The necessity for designation of responsibility by the federal government in the organization and if necessary, the execution of evacuation plans for children and families.
9. The shortage of qualified personnel for child welfare services in public and private agencies.[3]

The program of state action adopted by the Children's Bureau Commission on Children in Wartime in August, 1942, emphasized the following measures as necessary to assure the welfare of children:

1. Health service and medical and dental care for mothers and for children, including boys and girls in the age groups that may soon be called upon for war production or military service, with special provision as needed for wives and children of service men and war workers. These services should be so organized as to overcome or compensate for overcrowding of existing health facilities, shortages in medical and nursing personnel, and difficulties in transportation.
2. Adequate nourishing food for all children during the period of rising costs of living and rationing of food supplies through such means as nutrition education, school lunches, and low cost milk.

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3 Leonard W. Mayo, "Impact of the War on Child Welfare Services in the United States," Bulletin, Child Welfare League of America, 21:1, March, 1942.

3. Protection of children in danger zones, including provision for their safety in the event of enemy attack; measures for emergency care following attack; and preparation through officially established evacuation authorities for evacuation and reception care, if necessary.
4. Day care for children of mothers whose employment is essential to the war program.
5. Special assistance programs as required to meet wartime needs of children in their own homes, and adjustment of public-assistance measures to meet problems due to rising cost of living, migration, and separation of families.
6. Community child welfare and other social services that will conserve home life for children and safeguard them from neglect and juvenile delinquency resulting from wartime conditions and provide appropriate care for unmarried mothers and their children.
7. Adequate provision for the care of children who because of war conditions must be separated from their families.
8. Opportunities for recreation and other experiences in home and community life that will help children overcome wartime strain and insecurity; and provision for mental health services to help children and parents make the adjustments required by war conditions.
9. Full school attendance and school opportunity for every child, with particular emphasis on overcoming or compensating for shortages of schools and teachers where they exist and with adjustments as necessary to conform with child labor and youth employment policies.
10. Meeting the manpower needs of the nation for participation of young people in war production, having due regard for conservation of health and educational opportunity for youth in accordance with the following principles:
    (1) No child under 14 years of age a part of the hired labor force.
    (2) None under 16 employed in manufacturing or mining occupations.
    (3) None between 14 and 16 employed in other occupations that involve release from school or readjustment of school programs unless it has been determined that labor shortages cannot be met otherwise.
    (4) Guidance of youth 16 to 18 years of age whose work is essential to the war effort into occupations suited to their age and capacity in which they can make the greatest contribution with the least hazard to their own health and safety.[4]

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4 "For Our Children in Wartime," The Child, 7:46, October, 1942; a program of state action adopted August 28, 1942, by the Children's Bureau Commission on Children in Wartime in consultation with the Office of Defense Health and Welfare Services and the Office of Civilian Defense.

The program as laid out by the Children's Bureau may be viewed as an effort to strengthen and reënforce existing standards for meeting the whole gamut of children's needs together with a formulation of standards for special needs arising out of the war situation. The Children's Bureau program based upon a conscious realization that wartime pressures tend to bring about a relaxation of standards outlines fundamental principles of operation for the country as a whole.

The Child Welfare League's designation of certain child welfare problems occasioned or intensified by the war situation is in some respects somewhat more specific than that of the Children's Bureau.

The three problems which the writer chose to investigate as particularly urgent in Massachusetts appear high on the list of the Child Welfare League. The need of day care facilities for children of working mothers is given first place; the curtailment in the supply of acceptable foster family homes appears in second place; the third, the situation as to juvenile delinquency is in fourth place, preceded by a related problem, the need for recreational facilities for children and young women in defense areas and communities near military camps.

The writer does not mean to infer that the other needs listed do not relate to the situation in Massachusetts. Many of them are already receiving attention in this State and others will become acute as conditions change further. Specifically, various bills have been presented to this year's Legislature which if enacted would wipe out child labor regulations which took years to achieve.[5] As to child health, a study by Dr. George

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5 Senate 67, Senate 228, Senate 237, Massachusetts, 1943.

E. Gardner indicates that the war has not adversely affected the health of children in Massachusetts, that the health of children is in general good, and that save for bombardment or invasion probably no special health problems will arise.[6] The problem presented by a shortage of qualified personnel for child welfare services is acute in Massachusetts particularly in the field of both lay and professional leadership for group work activities. This need is directly related to the success of any program for the prevention of juvenile delinquency.

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6 George E. Gardner, M.D., "Child Behavior in Wartime," paper presented at the New England Conference of Catholic Charities, Boston, February 24, 1943.

CHAPTER II

DAY CARE NEEDS FOR CHILDREN OF WORKING MOTHERS

State Day Care Committee Formed

Early in 1942 upon the instigation of the regional office of Defense, Health and Welfare Services, an Advisory Committee on Children was organized under the Division of Health and Social Services of the Massachusetts Committee on Public Safety to consider the problems of child care which would follow the employment of increasing numbers of women in war industry. As the problem became more complex, a reorganized Committee called the Massachusetts Day Care Committee was set up with representation from virtually all groups concerned: the United States Employment Service, the State Department of Education, the State Department of Public Welfare, the W.P.A., the State Department of Labor and Industries, the State Federation of Labor, the C.I.O., the Parochial Schools, the State Department of Public Health, the Nursery Training School, the Family Welfare Society, the Massachusetts Child Council, the War Services Division of the Committee on Public Safety, the New England Federal Housing Authority, and representatives from local public safety groups. A list of the membership of this Committee is included in the Appendix.[1]

Promotion of Local Day Care Committees

The Committee accepted the responsibility to promote day care efforts

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1 This and the following information relating to the Massachusetts Day Care Committee and local Child Care Committees is contained in memoranda which have been prepared from time to time by the Massachusetts Day Care Committee, 18 Tremont St., Boston, for the use of the field staff.

for the children of working mothers in those communities in the state where large numbers of women are employed. Through the efforts of the State Day Care Committee, which now has an Executive Secretary and field staff as well as a Chairman, and on the basis of local need, day care committees or child welfare committees have been set up in practically every community where a need has been indicated. As of October 21, 1942, the problem of providing care for children of working mothers had been considered in some fifty cities and towns. As of February, 1943, there were local Day Care Committees in sixty-seven cities and towns with active chairmen working closely with the State Day Care Committee. A list of these communities together with local chairmen is included in the Appendix.

Local Surveys Encouraged

Local surveys of existing resources were encouraged as the first step following organization of a representative local committee on day care. It was emphasized that local committees be so organized as to include key persons whose knowledge of local needs and resources would be extremely helpful as well as representatives of the public and private agencies who might conceivably function in the administration of whatever facilities might be needed. Thus communities were encouraged to include on their day care committees the superintendent of schools, the agents of the board of public welfare and of the board of health, the local manager of the United Statos Employment Service, clergymen, members of the staff of children's agencies, a representative of the Parent-Teacher group, representatives of industry and of labor including mothers, and of the W.P.A.

As the year 1942 progressed, surveys of need for additional child care provisions and the setting up of some facilities developed in areas of special need and in certain other areas where people were community minded.

In a few instances, the situation became complicated because of political feeling, that is the feeling of the community toward federal asstance as that was stressed in the beginning of the program.

In many communities, there were honest differences of opinion as to whether mothers should work. There was a feeling that any positive effort to consider day care facilities before there became an actual need in the community would have the effect of encouraging mothers to seek employment. There seemed to be a hesitancy in some communities to make plans even though there subsequently appeared a realization that plans would have to be made in case an acute need should arise for additional womanpower in that community.

As the year progressed, there became an increasingly more realistic outlook as key persons realized that womanpower would be increasingly tapped in many areas in the state, and that acute situations could arise in one community even though there was still unemployment in a community just beyond commuting distance. The year 1942 saw a change in the policy of many industries which had never before employed women.

More than 60,000 Mothers Employed

In June of 1942 on the basis of figures obtained from the State Department of Labor and Industries for the use of the Day Care Committee,

it was estimated that there were 200,000 women employed in manufacturing industries throughout the State. It was estimated that 60,000 of these were mothers of 120,000 children. The care of 120,000 children of working mothers is certainly a concern.

The United States Employment Service estimated that 370 Massachusetts firms, which employed 75,000 women in May of 1942, employed 93,000 in September of 1942, a 24 per cent increase; and estimated the hire of 25,000 more women by January, 1943. Although not a complete picture of the employment of women in Massachusetts, it was regarded a large enough sample to provide an indication of the total expected increase in the employment of women.[2]

Statistics obtained from the United States Employment Service show the employment of 231,592 women in January, 1943.[3] This figure covers only manufacturing industries now engaged in war production and employing 200 or more persons.

This information is broken down according to the areas covered by the local offices of the United States Employment Service; and in each instance, the percentage of the total employment which the women workers represent is given. A list of the cities and towns included in each of the area offices of the U.S.E.S. is included in the Appendix and should be used in studying Table I which follows.

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2 This information is contained in a memorandum from the United States Employment Service to a member of the field staff of the Massachusetts Day Care Committee.

3 This information is contained in a memorandum from the U.S.E.S. prepared for the use of the Massachusetts Day Care Committee.

TABLE I

EMPLOYMENT OF WOMEN IN MANUFACTURING INDUSTRIES AND PERCENTAGE OF TOTAL EMPLOYMENT, MASSACHUSETTS, JANUARY, 1943, AND ESTIMATED EXPANSION, JANUARY--JUNE, 1943[a]

Area	Number of Women Employed Jan., 1943[b]	Percentage of Total Employment	Estimated Expansion of Women Hires Jan.--June, 1943
Athol	1,986	29.5	110
Attleboro	3,839	36.8	340
Boston	68,039	35.2	9,200
Brockton	8,337	44.1	875
Fall River	10,201	53.1	390
Fitchburg	6,494	35.5	960
Greenfield	1,848	25.5	69
Haverhill	1,483	46.1	25
Holyoke	3,625	31.6	157
Lawrence	11,241	46.3	500
Lowell	8,788	49.4	1,500
Lynn	8,196	26.0	750
Marlboro	5,620	42.9	550
Milford	2,808	26.4	230
New Bedford	15,408	50.2	840
Newburyport	1,586	43.8	400
North Adams	4,524	61.0	300
Northampton	1,966	48.6	525
Norwood	3,188	32.4	425
Pittsfield	4,132	24.6	300
Quincy	3,018	5.8	1,000
Salem	7,416	43.2	1,200
Springfield	23,354	32.8	2,600
Taunton	1,554	24.5	200
Waltham	5,129	56.5	1,500
Webster	5,636	44.5	475
Woburn	92	8.0	4
Worcester	12,084	23.3	1,000
Total	231,592		26,425

a Figures for employment of women in January, 1943, and percentage of total employment obtained from United States Employment Service; estimated expansion of women hires computed conservatively from anticipated hires of both men and women as obtained from the U.S.E.S. on the basis of the present ratio of women employees.

b This figure covers only manufacturing industries now engaged in war production and employing 200 or more persons.

Using the same proportion as in the previous estimate as of June, 1942, it may be estimated that 69,500 of these 231,592 women employed during January, 1943, were mothers of 139,000 children.

Increasing Need for Women Employees

Pursuing the estimate further, as of June, 1943, 26,425 additional women will be employed; of these it may be expected that 7,900 will be mothers of 15,800 children. Thus it will be that by June, 1943, at least 77,400 mothers of 154,800 children will be employed in manufacturing industries engaged in war production.

Normally, as Ewan Clague, Director of the Bureau of Employment Security of the Social Security Board, recently pointed out, one in four persons in the total labor force is a woman.[4] It should be noted that by January, 1943, the numbers of women employed in manufacturing industries represented a high percentage of the total employment in those industries in many communities. For example, the highest proportion of women employed is that in the North Adams area where 61 per cent of the total employees in manufacturing industries are women; in the Waltham area, 56.5 per cent of the employees in these industries are women; in the Fall River area, 53.1 per cent of the employees are women; in the New Bedford area, 50.2 per cent are women; in the Lowell area, 49.4 per cent; in the Northampton area, 48.6 per cent.

Conceivably in those areas where the percentage of women employed is high and where there are still relatively large demands for expansion,

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4 "Social Work and Manpower, War and Post-War," at conference on Recruitment for Professional Social Work, Boston, April 9, 1943.

more mothers will be drawn into industry as the supply of men and women without children becomes exhausted. Specifically these areas include those around Brockton, Lowell, New Bedford, North Adams, Northampton, Salem, Springfield, Waltham and Webster; possibly Boston and Marlboro.

Women Recruited by U.S.E.S.

Springfield and New Bedford were probably the two areas which felt the need for increasing numbers of women in war industry most keenly during 1942. The situation was difficult also in the Northern Berkshire area, particularly in and around North Adams. In these three areas recruitment campaigns for women workers were carried on by the United States Employment Service.

The campaign in the New Bedford area was first, followed by those in the North Adams area and in the Springfield-Holyoke area. Specifically, the New Bedford area recruitment conducted in late September included the towns of Achushnet, Fairhaven and Dartmouth as well as the city of New Bedford. The Berkshire area recruitment conducted the first week in October included North Adams, Adams and Williamstown; the Hampden-Hampshire area recruitment conducted during the second week in November included Springfield, Holyoke and Northampton.

In each of these campaigns questionnaires addressed "To Every Patriotic Woman" were distributed by the postman to every home. These registrations were entirely voluntary. The questionnaire form used in each of these campaigns was actually a double post card carrying directions on one card for filling out the simple questions on the other card which was

addressed to the United States Employment Service office for that area and required no postage. The card stated "Every woman should consider it her duty to America to register for war work whether she is young or old, rich or poor, single or married."

These questionnaires asked for information relating to availability for work and also inquired as to whether care would be required for children if the mother went to work. Space was provided to enter the ages of the children for whom care would be needed. Another question asked specifically whether the woman would accept work caring for children.

New Bedford

In the New Bedford area according to an analysis of returns published in the New Bedford Standard Times on October 15, 1942, two weeks after the questionnaires were distributed, of the 6,902 forms which were returned, 2,200 women signified that they were ready for factory jobs. At the time of the September 30th distribution of the questionnaires, it was announced in the Standard Times that the United States Employment Service saw a need for 1,300 women immediately and an additional 2,000 women by January 1, 1943. At the time of the campaign, considerable attention was given to the New Bedford situation in the newspapers of other cities and towns in the state.

The New Bedford press called attention to the relation between recruiting women for employment and the necessity to make adequate provision in the community for the care of children of mothers who were planning to go to work.

The Day Care Committee in New Bedford, the Chairman of which is Robert A. Cotner, General Secretary of the New Bedford Children's Aid Association, requested the school board to establish ten units designed to care for 300 children of mothers engaged in war industries. The Committee in its release to the Standard Times on October 7, 1942, stated, "We regard the whole day care problem as a growing problem which before the end of the war conceivably may reach proportions now inconceivable. The time to prepare for such an emergency is now." The report pointed out that there were only four day nurseries operating in New Bedford; two of which were under private auspices and two sponsored by the W.P.A.

On January 4, 1943, a third W.P.A. nursery school was opened in New Bedford and the requirements for acceptance changed to care for children of working mothers consistent with the new policy of the W.P.A.[5] The total enrollment of the three schools was only forty-three children as of February 22, 1943, whereas each school could enroll thirty-nine children. The Day Care Committee pointed out that these nursery schools were not meeting the need because the hours did not fit in well with those of employed mothers.[6]

The Day Care Committee favored making application for federal assistance under the Lanham Act to establish day care units under the school department which could be operated to more adequately meet the needs of

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5 This information is from a memorandum on W.P.A. nursery schools submitted by the State Department of Education for the use of the Massachusetts Day Care Committee.

6 New Bedford Standard Times, February 22, 1943.

employed mothers.[7] As of February 4, 1943, the feasibility of applying for Lanham Act funds was under consideration.[8]

An earlier survey made in the summer of 1942 by the Day Care Committee in New Bedford through the public schools revealed 1,637 working mothers with 3,195 children.[9] In that report it was stated that there was need for nursery school care for 380 children aged two to five years; and after-school care for 1,825 children from six to twelve years, or, if the age range six to sixteen years was considered, there would be 2,414 children needing care.

Of the 1,637 mothers who answered the questionnaire only ninety-five families employed outside help; but 422 families requested one or more forms of help including day nursery, kindergarten, housekeepers, boarding care, school lunches, supervised recreation.

North Adams

During the first week of October, 20,000 questionnaires were sent out in the Berkshire area for the enrollment of women in war work, the second

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7 Although not specifically designating services for children of working mothers, Title II of the Lanham Act (Public Law No. 137, 77th Congress) has been interpreted to include the provision of such services under the general authority to provide by loans or grants in any area of acute shortage for the acquisition, maintenance and operation of public works "necessary to the health, safety, and welfare of persons engaged in national defense activities." Under the law, grants may be made to local private non-profit organizations as well as to public agencies. The original authorization of a $150,000,000 appropriation to carry out the purpose of Title II of the Lanham Act was raised to $300,000,000 by section 5 of Public Law 409, 77th Congress.

8 New Bedford Standard Times, February 4, 1943.

9 A copy of this report, "The New Bedford Survey," prepared by Robert A. Cotner, Executive Secretary of the New Bedford Children's Aid Society, is in the files of the Massachusetts Day Care Committee.

local registration of women in New England; the first was that conducted in New Bedford.[10] At the time of the registration, Powell M. Cabot, Director for Massachusetts of the United States Employment Service, was quoted in the North Adams Transcript on October 6, 1942, as saying, "At the present time North Adams is one of the vital points at which critical war materials are being produced. The majority of workers who are producing these materials are women, but thousands of additional women are needed immediately."

Questionnaires returned from the North Adams area numbered 3,401.[11] Women who stated that they were already employed but returned the questionnaire numbered 1,533. Of those willing to work numbering 922, those having children under five years numbered 247; those having children over fivo years numbered eighty; those having no children numbered 595.

In October, plans were underway for a nursery for children of working mothers to be conducted at the Parish House of one of the churches.[12] Subsequently consideration was given to a request for federal assistance from Lanham Act funds.[13]

Springfield

The U.S.E.S. registration of women for the Springfield-Holyoke-Northampton area was conducted in November of 1942.[14] The Day Care Committee in Springfield, under the Council of Social Agencies, was one of the

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10 Christian Science Monitor, October 2, 1942.
11 This information was secured from the files of the Massachusetts Day Care Committee.
12 North Adams Transcript, October 26, 1942.
13 From information recorded in the North Adams file of the Massachusetts Day Care Committee.
14 Springfield Morning Union, November 15, 1942.

first committees in the state to be organized.[15] The school department in coöperation with the Day Care Committee conducted a survey of homes in which both parents were employed. It was found that 200 families of the 725 in which both parents were employed had made no provision for the care of their children. A subsequent survey several months later in June of 1942 showed a substantial increase in the number of families of school children whose parents were both employed.

Although there were several agencies providing care for young children these agencies became taxed to capacity. An experimental day care center was opened in one of the community houses under the auspices of the Day Care Committee. This center with an enrollment of forty children continued for three months at the end of which time the public schools were able to provide building and playground facilities.

In July of 1942, the Common Council voted $7,000 for immediate needs in conducting five day care centers opened by the public schools. Tuition was charged for enrollment, first, $2.30 per week per child, later raised to $3.60 in an effort to make the centers as self-supporting as possible.

Although under the public school system, the day care centers in Springfield were started as a coöperative venture. The public schools provided room, equipment and supplies; school nurses were provided by the Health Department for the daily inspection of the children; the Family Welfare Association provided a counseling service for mothers who wanted to make provisions for their children.

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15 Elspeth Bragdon, "A Day Care Project," The Impact of the War on Children's Services, p. 10.

At the five centers for day care of children of working mothers now operated in Springfield, children from two and one-half to twelve years of age are eligible for enrollment. The centers are open from 7:15 in the morning until 5:30 in the afternoon. The program provides for after-school care for school-age children as well as for those of preschool age.

Another step taken in Springfield which provided additional care for children was the lowering of the age for admission to kindergarten in September of 1942 from four and one-half years to four years.

Plans for two additional day care centers are underway; one to be located in a housing project, the other in the High School of Commerce which is across the street from the United States Armory where hundreds of women are employed on three shifts.

An analysis of the returns of the U.S.E.S. registration conducted in Springfield in November of 1942 revealed that 5,253 of 14,532 women who returned cards were already employed; 2,033 women without children signified that they wantod to work; 1,439 womon with children wanted to work.[16] A further analysis of the returns revealed that 661 of these women with children lived near no day care center; 429 of them had children under five years of age and 252 sought care for children over five years old.[17]

As an experiment in February of 1943, 160 children from the Hooker School, who were receiving hot lunches in school, were taken to the Springfield Girls Club and to the Boys Club after lunch. This plan was arranged after teachers in various sections of the city reported that boys and girls

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16 Springfield Evening Union, November 23, 1942.
17 Springfield News, January 28, 1943.

who were having school lunches were spending the rest of the noon hour in boisterous recreation on nearby streets.[18]

Because of the increasing need in Springfield for day care for many children of working mothers, an application for federal assistance under the Lanham Act to provide for thirteen centers has been filed with official authorities.[19]

A pamphlet describing the facilities for the care of children available in Springfield is in preparation and is to be distributed to mothers working in war industries with the assistance of organized labor.

Government Policy as to the Employment of Mothers

During the past year, there developed an increasing awareness of the need for a clear statement regarding the employment of mothers with young children. A directive of the War Manpower Commission, designated as Directive No. 14, was issued on August 12, 1942.[20] This Directive follows in part:

". . . no woman responsible for the care of young children should be encouraged or compelled to seek employment which deprives her children of her essential care until after all other sources of labor supply have been exhausted, but that if such women are employed, adequate provision for the care of such children will facilitate their employment."

The full text of this Directive, which in addition to setting forth a general policy as to the employment of mothers with young children provided

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18 Springfield Evening Union, February 8, 1943.
19 Springfield Evening Union, January 12, 1943.
20 Federal Register, August 15, 1942.

for the coördination of planning for day care needs on the national level, is included in the Appendix.

The policy of the federal government concerning the employment of mothers who have young children was further clarified in a later statement of policy issued by the War Manpower Commission on January 13, 1943.[21] The following basic policies are noted:

I. The first responsibility of women with young children, in war as in peace is to give suitable care in their own homes to their children.

II. In order that established family life may not be unnecessarily disrupted, special efforts to secure the employment in industry of women with young children should be deferred until full use has been made of all other sources of labor supply.

III. Barriers against the employment of women with young children should not be set up by employers. The decision as to gainful employment should in all cases be an individual decision made by the woman herself in the light of the particular conditions prevailing in her home.

IV. Whenever it is found that women with young children are gainfully employed in essential activities, or that labor requirements of essential activities have not been met after the exhaustion of all other sources of labor supply, and that to meet such requirements, women with young children must be recruited, it is essential that:
   (a) Such women be employed at such hours, on such shifts or on such part-time schedules as will cause the least disruption in their family life; and
   (b) If any such women are unable to arrange for the satisfactory care of their children at home during working hours, adequate facilities be provided for the care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers or employer groups.

This statement of policy is an entirely realistic one recognizing the

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21 War Manpower Commission, "Policy on Employment in Industry of Women with Young Children," as amended January 13, 1943.

vital need for womanpower which in some communities in Massachusetts has already necessitated the employment of mothers. However, it should not be interpreted as encouraging the employment of mothers with young children. It should be remembered that the Federal Government is maintaining Aid to Dependent Children and that the development of day care programs for children of working mothers pertains only to war production areas. The full text of this statement of policy is included in the Appendix.

In Great Britain where all women from eighteen to forty-five years of age have been mobilized, mothers of children under fourteen are not forced to leave their homes.[22] The widespread employment of mothers with young children was found to be poor economy. However some of these mothers have volunteered to work in war industries, and for them, the British Government has provided two types of nurseries: whole-time nurseries which are open from 7:00 a.m. to 7:00 p.m. for children from one month to five years of age; and part-time nurseries which are normally open during school hours, 9:00 a.m. to 4:00 p.m., but which can be opened earlier and closed later if there is special need. The whole-time nurseries are operated by the maternity and child welfare authority; the part-time nurseries are usually provided by the education authority. Both types of nurseries are set up wherever the Ministry of Labor finds need for such facilities.

No Alarming Neglect of Children of Working Mothers

Early in 1942 as more women and some mothers were called into industry

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22 Lady E. D. Simon, "The Working Mother in England," The Child, 7:62, November, 1942.

especially in those areas of the state in which war industries are located, although no statistics were available at that time, there was a general impression that there were instances here and there throughout the state in which children were receiving inadequate care because of the mother's absence from the home at work without having made suitable arrangements for the care of her family.

There was much concern in a neighboring state, Connecticut, about children left in parked cars and children coming to school with keys around their necks. What was the situation in Massachusetts?

The General Secretary of the Massachusetts Society for the Prevention of Cruelty to Children, Theodore A. Lothrop, had stated in response to an inquiry from the Massachusetts Child Council relative to the Massachusetts situation, "Our district agents have reported from several sections of the state many instances of children left alone or without adequate care or supervision by mothers who have taken jobs in defense industries. In general, these situations are not due to viciousness, and are easily corrected by friendly advice and persuasion."

In an effort to gather some facts concerning the situation, the Massachusetts Child Council and the Society for the Prevention of Cruelty to Children undertook a joint study in which the writer participated.[23]

This study revealed 1,774 children of preschool and school age in 642 families involving working mothers known to the S. P. C. C. during the

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23 Beatrice S. Stone, "A Study of the Relation of the Employment of Mothers to the Neglect or Delinquency of Their Children as Seen by the Massachusetts Society for the Prevention of Cruelty to Children, January 1 to December 31, 1942."

calendar year 1942. This group represented 10 per cent of the total number of cases handled by the Society during that year. The study, made in four parts each covering a three-month period, indicated that while the total number of complaints made to the S. P. C. C. were decreasing, the proportion of complaints involving working mothers was increasing.

An analysis of the geographical distribution of the cases involving working mothers revealed many cases of neglect in certain industrial centers. The situation in Bristol and Hampshire Counties was revealed as warranting further study, particularly the cities of Fall River, New Bedford and Northampton. In Essex County, Lynn and Salem stood out. Other communities where a problem was indicated were Greenfield in Franklin County, Framingham and Lowell in Middlesex County. Need for further study was also indicated in the Roxbury, Charlestown and South End districts of Boston; the cities of Fitchburg and Worcester in Worcester County; and Somerville in Middlesex County.

In 58.6 per cent of the families of working mothers known to the S. P. C. C., it appeared that there may have been an economic need for the mother's employment because of the father's absence from the home, his unemployment, or frequently his unwillingness to support even though employed.

In general, many of the complaints revealed the kind of family situations usually thought of as handled by the S. P. C. C. In a large proportion of the cases, 54.8 per cent, the homes were broken. There was evidence of immorality in 18.8 per cent of the families and of intemperance in 15.9 per cent of the cases. The mother's employment frequently appeared

as a complicating or precipitating factor in what was already a bad family situation.

Instances were noted of children remaining out of school because of the mother's absence from the home, or daughters being kept from attending school by working mothers to care for younger children.

Two hundred and two families or 31.5 per cent of the 642 families noted above made no provisions at all for the care of one or more of their children during the mother's absence from the home. In 15.6 per cent of the families an older child or a neighbor's child cared for the younger children. Only eleven children attended nursery school. Practically none of the other provisions made with relatives or neighbors or in boarding or foster day homes were satisfactory or the family would probably have not been referred to the S. P. C. C. Only thirteen complaints were found to be unwarranted.

The incidence of juvenile delinquency including anti-social behavior in the neighborhood as well as actual court appearances of the children of these families was high, 27.6 per cent. This is a significant finding when it is realized that the incidence of similar misbehavior among all the cases handled by the S. P. C. C. during 1942 was 15.1 per cent.

Although the fact that 642 families involving working mothers of 1,774 children were referred to the S. P. C. C. during 1942 deserves serious attention, it should be pointed out that these mothers represent less than .3 per cent of the total number of women employed in manufacturing industries alone as of January, 1943, and less than 1 per cent of the estimated number of mothers so employed. The proportion that these families

known to the S. P. C. C. bear to the total number of mothers employed in all industries would be even smaller. Proportionately, therefore, to the total number of mothers employed, the number of those who seriously neglect their children by doing so is definitely not alarming but care must be taken locally that the situation remains in hand as increasing numbers of women, and among them mothers, go into industry.

Coördination of Day Care Activities

In Massachusetts, the further coördination of activities relating to day care was achieved through an Executive Order of the Governor issued on January 5, 1943, providing for the cooperation of the State Departments of Education, Public Health, Public Welfare, and Labor and Industries, with the Massachusetts Committee on Public Safety.[24] The Executive Order also empowered the above State Departments "jointly and severally" to apply on behalf of the Commonwealth for funds which may be available from the federal government for the administration and provision of day care for children of working mothers. The full text of this Order is included in the Appendix.

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24 Executive Order No. 47.

CHAPTER III

JUVENILE DELINQUENCY

Increase Indicated by Larger Courts Nationally and in England

There has been considerable discussion in Massachusetts and in the nation generally relative to the situation as to delinquency among children, particularly in areas of war industry.

Complete comparative statistics for the nation are not yet available. Preliminary reports for 1942 from 179 juvenile courts as received by the Children's Bureau indicated an increase in the number of cases disposed of by ninety-seven of them; a decrease in cases disposed of by seventy-two of the juvenile courts; and ten courts reported substantially no change.[1]

Considering the larger courts alone, those serving a population of 100,000 or more, more than twice as many showed an increase as those which reported a decrease. Considering the smaller courts, those serving less than 100,000 population, those showing an increase and those showing a decrease were more nearly evenly divided, a few more of this group indicating a decrease rather than an increase.

One hundred and one of the 179 courts reporting indicated an increase in the cases of girls with a greater increase in girls' cases noted by the larger courts than by those serving smaller areas. Eighty-three courts reported a greater increase in girls' cases than in those of boys; and fifty-five courts reported a larger increase in the number of boys' cases than of girls.

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1 "Barometers of Wartime Influences on the Behavior of Children and Youth," U. S. Children's Bureau release, February 1, 1943.

In England during the first year of the war, juvenile delinquency increased 41 per cent in the age group under fourteen; and 22 per cent in the age group from fourteen to seventeen.[2]

The situation in England during the first year of war abroad and that during the first year of the entry of the United States in the war actually are not comparable as we did not suffer from bombardment or the threat of invasion and no mass evacuations were necessary as in England with the resultant separation of families. Whatever separation of families occurred in this country was related to the drafting of older brothers, the entry into the service of some fathers, and the increasing employment of women in some areas, mothers of children of school age and sometimes of preschool age children.

Increase Indicated by Board of Probation--

Comparative statistics of court appearances of juveniles, children under seventeen years of age according to the Massachusetts law, are available for this state over a considerable period. In fact, two sets of such statistics are available; they are kept by two official sources, the Board of Probation and the Administrative Committee of the District Courts.

The figures compiled from the records of the Board of Probation are not yet available for 1942. A comparison of the ten-month period, January 1--October 30, 1942, and the corresponding period for the previous year is available based on returns from the probation officers in practically all of the courts of the state. The results of this comparison which are

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2 Eleanor T. Glueck, "Wartime Delinquency," Journal of Criminal Law and Criminology, 33:119, July--August, 1942.

shown in Table II which follows indicate an increase for the state of 9 per cent in juvenile cases. When this is broken down by boys and girls, an increase of 29 per cent is noted for girls and a 7 per cent increase for boys.

TABLE II

COMPARISON OF COURT APPEARANCES OF JUVENILES, JANUARY 1--OCTOBER 31, 1941, AND SAME PERIOD, 1942, 77 COURTS, MASSACHUSETTS[a]

Courts Reporting	Number[b]	1941			1942			Increase or Decrease in 1942 in Per Cent		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Suffolk County	7	1144	177	1321	1055	230	1285	-8	+30	-3
Outside Suffolk County	70	2378	299	2677	2697	386	3083	+13	+29	+15
Smaller Courts	47	628	74	702	781	112	893	+24	+51	+27
Larger Courts	25	1750	225	1975	1916	274	2190	+9	+22	+11
State	77	3522	476	3998	3752	616	4368	+7	+29	+9

a Statistics as reported by probation officers on questionnaires to the Board of Probation. Figures represent individuals: estimate 10 per cent repeaters during year.

b Includes a few superior courts: total lower and superior courts in state, 84.

--But Not for Suffolk County

The situation in Suffolk County is at variance with that for the rest of the state; a decrease of 3 per cent is noted. When this figure is broken down for boys and girls, a decrease of 8 per cent is noted for boys and an increase of 30 per cent in girls' cases.

The discrepancy between Suffolk County and the rest of the state probably reflects the activity of the Boston Police in "holding court" themselves and disposing of cases of juvenile delinquency (boys' cases only) without reference to the court. This is known to be a procedure begun in 1942. It should be noted that the increase in girls' cases is practically the same for Suffolk County and for the rest of the state, 30 per cent and 29 per cent respectively.

The greatest increase is noted when the smaller courts are grouped together. A total increase of 27 per cent is indicated; a 51 per cent increase for girls and a 24 per cent increase for boys. These percentages should be considered with some caution as the courts concerned are the smaller ones in which an increase in a relatively few cases reflects a high percentage increase.

Previous Trend Downward

On the basis of the actual figure for seventy-seven courts as given above for the first ten months of 1942, 4,368, a conservative estimate for the calendar year would be 5,250. This figure would reflect a 10 per cent increase for the state over that for 1941 when the Board of Probation reported 4,767 cases for the calendar year.

As will be noted from Table III which follows, the delinquency figures have varied considerably from year to year during the past ten years decreasing generally, with the exception of 1937, until 1941 when an increase of 4 per cent occurred.

TABLE III

COMPARISON OF COURT APPEARANCES OF JUVENILES, AND AVERAGE FOR TEN YEAR PERIOD, MASSACHUSETTS, 1933--1942[a]

Year	Number	Increase or Decrease Over Previous Year in Per Cent
1933	6465	-13.3
1934	6458	no change
1935	6339	-1.8
1936	5207	-17.9
1937	5590	+7.4
1938	5072	-9.3
1939	4805	-5.3
1940	4580	-4.7
1941	4767	+4.1
1942	5250	+10.1

a Figures for 1933--1938 as recapitulated in the Annual Report of the Board of Probation for the Year Ending December 31, 1938; those for 1939, 1940, 1941, as received from the Board of Probation in answer to a request; 1942 figure estimated on basis of actual figure reported by Board of Probation for ten-month period.

Only 1 Per Cent Increase for State Noted by Administrative Committee of District Courts--

The statistics of the Administrative Committee of the District Courts to which have been added those of the Boston Juvenile Court are compiled from October to October, rather than for the calendar year. Complete figures as to court appearances of juveniles for 1942 were available from this source.

These figures, however, although theoretically compiled on the same basis as those by the Board of Probation run consistently higher than those for the Board of Probation. Although the twelve-month periods for which the information is computed are not identical, one would not expect

this variance. Both sources report that statistics cover individuals rather than counts against individuals. There is some feeling that the figures reported to the Administrative Committee by the clerks of the courts, although not supposed to include counts rather than individuals, may in some instances do so. This appears to be the only logical explanation in the consistent difference over the years in the statistics reported from the two sources.

The figures of the Administrative Committee, to which have been added those for the Boston Juvenile Court, as presented in Table IV indicate an increase of only 1.2 per cent for 1942 as compared with 1941. Unfortunately these statistics although available for each court in the state are not available broken down by girls' and boys' cases.

TABLE IV

COURT APPEARANCES OF JUVENILES, MASSACHUSETTS, FOR THE TEN YEAR PERIOD, OCT. 1, 1932--OCT. 1, 1942[a]

Year	Court Appearances	Increase or Decrease over Previous Year in Per Cent
Oct. 1, 1932--Oct. 1, 1933	8679	-8.7
Oct. 1, 1933--Oct. 1, 1934	8048	-7.3
Oct. 1, 1934--Oct. 1, 1935	7618	-5.3
Oct. 1, 1935--Oct. 1, 1936	6236	-18.1
Oct. 1, 1936--Oct. 1, 1937	7079	+13.0
Oct. 1, 1937--Oct. 1, 1938	6402	-9.7
Oct. 1, 1938--Oct. 1, 1939	6694	+4.6
Oct. 1, 1939--Oct. 1, 1940	6478	-3.2
Oct. 1, 1940--Oct. 1, 1941	6347	-3.4
Oct. 1, 1941--Oct. 1, 1942	6423	+1.2

a Compiled from the statistics of the Administrative Committee of the District Courts, and of the Boston Juvenile Court as given in the Report of the Judicial Council of Massachusetts for each of these years.

--But Larger Increases in Areas of War Industry

An analysis of the Administrative Committee statistics for 1942 as compared with 1941 indicates an increase in forty-three courts, a decrease in twenty-two (four of these in Suffolk County), and substantially no change (no variation or a variation of only one from the preceding year) in eight courts.

As shown in Table V which follows, a consideration of the courts in areas known to have been affected by war industry or by the presence of army camps reveals marked increases in the areas covered by the following courts: Ayer, Brockton, Cambridge, Charlestown, Chelsea, Fall River, Framingham, Cardner, Greenfield, Leominster, Lowell, Malden, New Bedford, Newton, North Adams, Northampton, Quincy.

In contrast, substantially no change is reported for Pittsfield; and considerable decreases are noted for Holyoke and for Springfield, perhaps the most congested war industry center in the state. A decrease is also noted for Barnstable County in which Camp Edwards is located, although an increase is noted for Plymouth County which is nearby.

Despite the marked increases in certain areas of the state as noted above, decreases in other areas have been considerable so that the increase for the state as a whole for the period, Oct. 1, 1941--Oct. 1, 1942, as compared with the period, Oct. 1, 1940--Oct. 1, 1941, is only 1.2 per cent.

Commitments Have Increased

Since January of 1942, commitments to the three training schools for

TABLE V

COMPARISON OF COURT APPEARANCES OF JUVENILES IN MASSACHUSETTS, SELECTED COURTS, FOR THE PERIODS, OCT. 1, 1940--OCT. 1, 1941, AND OCT. 1, 1941--OCT. 1, 1942[a]

Court[b]	Oct. 1, 1940--Oct. 1, 1941	Oct. 1, 1941--Oct. 1, 1942
Ayer (Middlesex 1st Northern)	18	42
Brockton	48	91
Cambridge (Middlesex 3rd Eastern)	221	263
Charlestown	119	166
Chelsea	136	161
Fall River (Bristol, Second)	144	183
Framingham (Middlesex 1st Southern)	36	62
Gardner (Worcester 1st Northern)	33	75
Greenfield (Franklin)	31	42
Holyoke	63	36
Leominster	57	73
Lowell	59	75
Malden (Middlesex 1st Eastern)	252	272
New Bedford (Bristol, Third)	168	268
Newton	60	88
North Adams (Berkshire, Northern)	23	37
Northampton (Hampshire)	54	92
Pittsfield (Berkshire, Central)	41	42
Quincy (Norfolk, East)	171	194
Springfield	155	143

a From the statistics of the Administrative Committee of the District Courts as published in the Seventeenth and Eighteenth Report, Judicial Council of Massachusetts.

b Location of court only is given; jurisdiction of court in most instances covers a surrounding area as well.

delinquents, Lyman School for Boys, the Industrial School for Boys, and the Industrial School for Girls, have been rising.[3] On November 1, 1942, Lancaster with 299 girls in residence exceeded its "normal capacity" by

3 The information which follows is based upon figures secured from the Division of Juvenile Training, Department of Public Welfare.

two. The other two schools, Lyman and Shirley (the Industrial School for Boys), although not exceeding their "normal capacity" reached peaks in June and September respectively. See Table VI.

It should be noted that from December, 1940, to April, 1942, the resident population on the first day of the month at the training schools was well below the average daily residence for the nine-year period, 1933--1941, 900. In May of 1942, the resident population on the first of the month hovered toward the average for the previous nine-year period. The average was exceeded in June of 1942. On December 1, 1942, there were 899 boys and girls in the training schools. The peak for 1942 occurred in June when 930 boys and girls were in residence on the first day of the month.

Commitment of girls to the training schools has increased somewhat more than that of boys but there is not as marked a difference as might have been expected from the proportionately larger increase in the court appearance of girls.

On the basis of statistics of the Administrative Committee of the District Courts, it has been shown that the increase in court appearances of juveniles has been just over 1 per cent for the period, October 1, 1941--October 1, 1942, as compared with the previous twelve-month period. It has also been shown that commitments to the training schools have been increasing markedly.

Juvenile Offenses More Aggressive

There seems to be a logical explanation for the marked increase in

TABLE VI

RESIDENT POPULATION, MASSACHUSETTS TRAINING SCHOOLS, ON THE FIRST DAY OF THE MONTH, DECEMBER, 1940, TO MARCH, 1943, AND NORMAL CAPACITY[a]

Resident Population	Lyman School	Industrial School for Boys	Industrial School for Girls	Total
December 1, 1940	355	254	228	837
January 1, 1941	324	226	227	777
February 1	335	237	236	808
March 1	344	250	236	830
April 1	337	236	237	810
May 1	337	243	233	813
June 1	359	235	228	820
July 1	337	214	237	788
August 1	282	204	239	725
September 1	285	212	231	728
October 1	276	210	229	715
November 1	294	220	243	757
December 1	295	236	243	774
January 1, 1942	289	224	231	744
February 1	316	233	244	793
March 1	327	250	259	836
April 1	347	261	266	874
May 1	344	276	273	893
June 1	379	269	282	930
July 1	372	269	287	928
August 1	352	272	287	911
September 1	360	277	292	929
October 1	354	272	286	912
November 1	361	268	299	928
December 1	355	257	287	899
January 1, 1943	322	242	283	847
February 1	356	266	285	907
March 1	364	267	279	910
Normal Capacity	480	319	297	1096

a Statistics obtained from the Division of Juvenile Training.

commitments and reason for serious concern without necessarily proving a proportionately substantial increase in the number of court appearances of juveniles. It has been pointed out by several authorities that the

offenses being committed by juveniles are more aggressive in nature because of wartime instabilities and motivations. Dr. George E. Gardner, co-director of the Judge Baker Guidance Center, and Judge Lawrence G. Brooks, of the District Court in Malden, speaking recently at different meetings voiced similar opinions as to the increase in delinquencies of the aggressive type among children, adolescents particularly.[4] Specifically Dr. Gardner noted that larceny, willful destruction of property, and sex delinquency among adolescent girls were offenses which were on the increase.

This leads to the suggestion that those interested in the prevention of juvenile delinquency cannot be content with reviewing statistics alone--even with statistics which appear to indicate that the situation is not alarming. They must be concerned with what Dr. Gardner has recently referred to as the external and internal causative factors of delinquency and a consideration of how these change in time of war.

Dr. Gardner pointed out that some of the external factors usually thought of as causes of delinquency among children have disappeared, particularly causes related to unemployment and poverty. Other external forces have appeared relating especially to the absence of parents from the home, new-found wealth, and the urge to leave school permanently at an early age now that jobs are readily obtainable.

Dr. Gardner attributed the increase in delinquency of the aggressive

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4 Reference has been made above to Dr. Gardner's paper "Child Behavior in Wartime" presented at the New England Conference of Catholic Charities. Judge Brooks presided at the Civic League Forum, "Delinquency and Dislocations of Wartime," March 5, 1943.

type to alterations in the internal situation of boys and girls, that is in their motivations. The instabilities and insecurities of the war period foster aggressive behavior especially among adolescents who are striving for independence.

As further evidence that wartime delinquency among boys and girls is frequently the result of internal motivations which seek expression, the results of a special study by Dr. Gardner and Dr. Harvey Spencer, of children, whose father or older brother had recently left for the Service, are cited. This study based on referrals to the Habit Clinic for Child Guidance and to the Judge Baker Guidance Center indicated that one-half of the children who showed delinquencies committed the first offense after the father or older brother who acted as father substitute left for the service.[5]

Recognition of the motivations which produce delinquent and anti-social behavior is basic to any plan for delinquency prevention. As Dr. Gardner has stressed, recreation planned to prevent delinquency must provide for the draining off of the aggressive energies of adolescent boys and girls in a socially beneficial and acceptable way.

An examination of newspaper clippings relating to juvenile delinquency confirms the opinion that concern should be directed to the kinds of delinquencies that boys and girls are committing and to the types of preventive activities that will satisfy the striving for independence and aggressive energies which abound in adolescents in time of peace and which

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5 As presented by Dr. Gardner at the Catholic Charities Conference referred to above.

become exaggerated to the point of strain in time of war.

The Springfield Union on June 11, 1942, reported:

> During the past four or five months, there have been as many juvenile sex cases, several of them of a serious nature, than have occurred during any one year during the past five years.

From an editorial in the Taunton Gazette, February 25, 1943, relative to the enactment of a curfew law:

> Something was needed, certainly to lessen the tragedies which have occurred only too frequently in this city and which have been steadily multiplying as police, clergy and social workers know.

Cape Cod Standard Times, Hyannis, November 9, 1942:

> It is one of the sorrier spectacles on the streets of the Cape towns to see very young girls out late at night, or in pairs, unchaperoned. Circumstances have brought the Cape to the point where better control is required over boys and girls at night.

Southbridge News, November 13, 1942, an editorial entitled "War Delinquency":

> Although not so rampant here as in some other towns, juvenile delinquency is increasing to a certain extent in Southbridge. Most of the boys arrested are not bad boys; they just have too much unsupervised leisure. Police arrested six boys of this type who had broken windows and done other damage to the River Street School. Much of the recent juvenile delinquency can be blamed on the war. There is unnatural excitement in the air which is bound to affect children. . . . But more than war enthusiasm, the fact that in many families both mother and father as well as the older children are working in war factories, leaves the road open for youthful deviltry. . . . This is a problem which will grow, and is one which Southbridge must meet. A thorogoing recreational program and careful social work would do much to curb this War Baby.

Arlington Advocate, November 19, 1942, an editorial entitled "A War Danger":

> In Arlington so far there has been no such increase (juvenile delinquency) except perhaps on Halloween when there were more mischevious and destructive pranks played than is usual on that night.

Springfield Union, February 19, 1943, news item entitled "Many Children of War Plant Workers Run Away Discontented":

> An unusually large number of Springfield children runaways was recorded, one-third of them being children in families where both parents were working. In commenting on the runaway cases that came up last month, the officials noted a contrast in the reasons for leaving home from those of the past when children sought to escape deprivation. Now the children seem well furnished with clothes and money, usually leaving by bus or train, but driven by discontent and a lack of supervision in the home. They were most numerous in the fourteen to sixteen age group.

Adolescent Girls Restless

Resltessness among girls and the striving for independence were emphasized in the comments of Miss Margaret Sullivan, probation officer for girls in the Boston Juvenile Court, at a recent meeting in Boston.[6] She noted that there had been an increase in the number of adolescent girls coming to the Boston Juvenile Court during 1942 as compared with the previous year and that so far for 1943 this increase was even more marked. Girls are frequently brought in as runaways rather than as sex offenders although sex offenses are involved. The Boston Juvenile Court receives a large proportion of the cases of adolescent girls as the central district of Boston, which area includes Boston Common and the Scollay Square district, is within the jurisdiction of this Court.

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6 Girls' Activities Conference, March 16, 1943.

It has been emphasized that recreational programs, in order to meet the needs of adolescent boys and girls, should be co-educational to compete with commercialized recreation. Programs for boys and girls must be stepped up as the psychological effects of the war have pushed the needs of adolescents ahead, in some instances as much as three years. This opinion was voiced at a recent meeting of the Girls' Activities Conference, a conference of group workers.

Long Range as Well as Immediate Delinquency Prevention Plans Necessary

Basically, however, as Alice Scott Nutt, of the United States Children's Bureau, has so ably pointed out, long range as well as immediate plans for the prevention of juvenile delinquency are necessary.

> In wartime as in peacetime approach to the prevention of juvenile delinquency must be made through basic services to children and their families and through the control of community conditions. Services that build up the economic and social security of the family and its members must be supplied if they are lacking and strengthened if they are weak: financial assistance and case work service to meet breakdowns in family life; community facilities to supplement home care when mothers are employed; effective health service and medical care to safeguard both mental and physical health; opportunities for education; safeguards with respect to child labor and youth employment; and opportunities for wholesome companionship and leisure-time influences.
>
> Community influences must be controlled by means of laws and ordinances relating to conditions on the streets and in public places, in centers for commercial recreation, and in service industries, particularly those providing shelter, food, drink, and entertainment. Legal provision must be made for the inspection and control of health and social conditions in these places and these service industries, and for the protection of youth and the prevention of their exploitation for commercial gain. Still more important is enforcement of these regulatory and protective measures by competent and socially minded officials who understand the needs

of young people and are alert to recognize destructive influences.[7]

Plans for delinquency prevention must be long range as well as related to the immediate wartime situation. The lack of trained leadership is a serious handicap in the planning of any recreational program for the prevention of delinquency much the same as lack of personnel is an urgent problem in related child welfare fields which have bearing on the problem of delinquency prevention. Existing child welfare and family security services must be preserved. The agencies in the community which have always had a responsibility in the detection, prevention and treatment of delinquency--the school, the police, and the court--must continue to work cooperatively toward a common goal.

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7 Alice Scott Nutt, "Wartime Influences on Juvenile Delinquency," Bulletin, Child Welfare League of America, 21:1, November, 1942.

CHAPTER IV

FOSTER HOME PLACEMENT

Boarding Home Shortage Felt Nationally

During the past year, many children's agencies in Massachusetts have experienced an increasing need for boarding foster homes for children together with increasing difficulty in finding suitable homes. Since the outbreak of the war, there has been a marked decrease in applications from prospective boarding parents. This situation has been felt throughout the country. Special efforts to recruit foster homes have already been undertaken in New York and Chicago.[1]

The shortage of foster homes can be attributed to the following reasons associated with the war effort: prospective foster mothers prefer to rent available rooms to workers in war industry who can pay more than children's agencies do; prospective foster mothers are themselves going into industry at good wages; many families have moved to war industry centers where crowded housing conditions do not permit boarding children; the imminence of military service causes young couples who might not otherwise do so to hesitate to assume the responsibilities of foster parents.

Successful Drive for Homes in New York City

In New York City, a joint effort to recruit foster homes was

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1 For descriptions of these efforts see: "A United Home Finding Campaign," Bulletin, Child Welfare League of America, 21:6, September, 1942; Henrietta L. Gordon, "Recent Developments in Home Finding," Ibid., p. 4; Jacob Kepecs and Albert Deemer, "Some Efforts to Meet a Critical Period in Child Placing," Bulletin, Child Welfare League of America, 21:1, October, 1942. A detailed description of the New York City effort is on file at the office of the Massachusetts Child Council, 41 Mt. Vernon Street, Boston.

organized with seventeen agencies participating during the summer of 1942 under the auspices of the New York City Committee on Child Welfare of the State Charities Aid Association. Catholic, Jewish and Protestant groups were represented. The Campaign was opened with a luncheon at which the principal speakers were Miss Katherine Lenroot, Chief of the United States Children's Bureau, and the late Commissioner of Public Welfare for New York City, William Hodson. The metropolitan newspapers gave generously of space to news releases and feature stories as prepared by the Committee. Borough meetings of foster parents and their friends were arranged as a basis for individual and group contacts with prospective foster parents. The New York City experiment was successful in opening up a new source of supply of foster homes at a time when agency reservoirs were completely exhausted.

Following discussion of the New York City experiment at a meeting of the Children's Department of the Boston Council of Social Agencies in October of 1942, a state-wide meeting of child placing agencies was called in December at the time of the State Conference of Social Work to consider the possibility of planning a joint campaign for the recruitment of additional foster homes in this State similar to that successfully launched in New York City.

Chronic Need for Homes Now Acute in Massachusetts

As 1942 progressed, public and private agencies in various parts of the state were reporting increasing difficulty in finding new homes. The Division of Child Guardianship of the Department of Public Welfare, the largest child placing agency in the state, whose responsibility it is to

provide boarding care for neglected and dependent children committed to them, was particularly hard pressed because of the size of their problem. Close to 8,000 dependent and neglected children are in the care of the Division, 6,000 of whom are in boarding homes.[2]

Comparative statistics for the twelve-month periods, Dec. 1, 1940 to Dec. 1, 1941, and Dec. 1, 1941 to Dec. 1, 1942, indicate substantially no change in the total intake of the Division for the period since the outbreak of the war. During the last month of 1940 and the first eleven months of 1941, 1,362 children were received by the Division of Child Guardianship; during the next twelve-month period, 1,370 children were received.

Breakdown of these figures by the several categories in which children are received by the Division: neglected, dependent, delinquent and wayward, shows an increase in the number of commitments of neglected children from 854 in the first twelve-month period to 895 in the second period. However, the number of dependent children received by the Division was markedly less during 1942 when 279 dependent children were received than during 1941 when 369 such children came under care. The number of delinquent children increased from 137 in 1941 to 196 in 1942; this increase, however, reflects in part, at least, the change in the statutes effective during 1942 which provided the Division with additional resources for the temporary care of delinquent children received from the courts. No wayward children were reported for 1942; two such cases were reported for 1941.

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2 The information which follows was prepared by the Division of Child Guardianship for the use of the Massachusetts Child Council.

The acute need for foster homes by the Division of Child Guardianship is related to the marked decrease in the number of applications received from prospective boarding homes rather than to any alarming increase in the number of children for whom care in boarding homes is necessary. During the past year, approximately 1,150 applications from prospective foster families were received as compared with an average of 1,600 applications for each of three years preceding 1941 when a drop in applications began to be felt. In the past about two-thirds of the applications received were acceptable; during 1942 only about one-fifth of the applications could be approved. The Division of Child Guardianship together with other agencies is experiencing extreme difficulty in finding baby homes.

At the meeting of the Children's Department of the Boston Council of Social Agencies, referred to above, at which the foster home situation was discussed, a representative of the Child Welfare Department of the City of Boston reported that the Department was experiencing difficulty in finding new homes. An analysis of thirty-five homes recently lost by this Department revealed that twenty were lost for financial reasons, that is because foster parents found expenses too high; and fifteen lost because the foster mother decided to go to work.

From the Children's Aid Association in Springfield it was reported that intake had increased considerably during the past year; that the war's affect in Springfield was being felt in an alarming increase in intake as well as difficulty in recruiting foster homes.

From Child Welfare House in Lynn it was reported that it is practically impossible to find foster homes and that the applications that are

being made by prospective foster parents are generally not usable.

The Children's Aid Society in Boston reported they were losing foster homes because of war work and were forced to raise the rate of board for infant homes in order to keep them.

In Springfield, Lowell and Brockton, the situation as to the need for foster homes has received some attention in the press.

The Brockton Enterprise on January 28, 1943, carried a statement on the Annual Report of the Brockton Catholic Charities Center and quoted from that Report:

> There is much planning done and treatment given for the children under care. Foster home finding and placement becomes necessary and to-day it is a grave problem to find such homes.

The Springfield Evening Union on October 15, 1942, carried a report of a talk given by Miss M. Emily Hatch, Executive Secretary of the Hampden County Children's Aid Association in which she stated:

> This year's applications have increased from month to month at a dizzy speed, so that the year's total of 438 new cases is an increase of about 60 per cent over last year; and 150 per cent increase over the previous year.

The Lowell Sun on January 26, 1943, carried a statement on the Annual Report of the Lowell Catholic Charitable Bureau which emphasized the difficulty in obtaining foster homes as a result of the war situation:

> Many more requests than formerly were made for assistance in placing children in institutions or foster homes. . . . Incidentally the Bureau finds that institutions are crowded to capacity and foster homes are at a premium. It will welcome applications for good foster homes.

Joint State-Wide Campaign for Homes Planned

At the meeting of the State Conference of Social Work in December, 1942, a shortage of boarding home applications was indicated, varying in degree only, in all parts of the state.

The discussion centered around possible devices which could be put into effect to relieve pressures as suggested by the following questions which were raised:

> Have we increased our emphasis on the use of the child's own home, that is, providing for medical care and advice while the child remains at home?
>
> Have we placed closer scrutiny at the point of intake?
>
> Are we speeding up the rehabilitation process?
>
> Are we seeing that children go back to their own homes at an earlier date?
>
> Have we placed increased emphasis on other forms of care?
>
> Are we considering group care such as the use of institutions, boarding schools, and referral to other community agencies such as settlement houses and character-building agencies?
>
> Are we flexible in our evaluation of foster home standards?
>
> Are we re-evaluating the reservoirs of foster homes which we have accumulated which in the past we felt probably were not quite up to par, but which on a wartime basis are homes which can be used? For example, have we considered:
>
> The use of the homes of widows? This becomes a more normal concept because other homes in the neighborhood are fatherless.
>
> As to housing, because of crowded conditions in most homes, revising our standards to say that a separate bed for a child is sufficient instead of requiring a separate room?
>
> Expediting the foster home investigation inquiry? Divesting our home finders of all duties other than home finding?
>
> Raising the rate of board--recognizing the validity of the financial motivo in a wartime economy?
>
> Placing emphasis upon the patriotic, altruistic, and religious motive where appropriate in caring for foster children?
>
> Thoughtful conservation planning for all homes in use? Are we giving our foster parents the dignity they

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deserve?[3]

A sub-committee was appointed to consider further the feasibility of a joint campaign for foster home finding. Based on the report of this committee that the need for foster homes was continuing to be acute, a state-wide effort was launched which it is planned will culminate in a newspaper campaign in the late Spring of this year. The pattern of the campaign, as planned, is much the same as that of the New York City effort which has been described briefly above.

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3 From a mimeographed memorandum prepared from the minutes of the meeting of the State-Wide Committee on Foster Homes, December 3, 1942. A copy of this may be secured from the Massachusetts Child Council.

CHAPTER V

CHILD WELFARE NEEDS IN MASSACHUSETTS AS AFFECTED BY THE WAR

Wartime Conditions

Wartime conditions have occasioned considerable concern in regard to the welfare of children nationally and locally. Three child welfare problems--provisions for day care of children of working mothers, the impact of the war on juvenile delinquency, and the situation as to the supply of foster homes--concerning which active interest has been aroused in Massachusetts, have been investigated in an attempt to answer some of the questions which have been raised in relation to them. The search has been for facts, which are difficult to secure in a changing situation.

The questions raised concerning the care of children of working mothers related to the number of mothers employed; the provisions they were making for their children; the government's policy concerning the employment of mothers; and the community's responsibility in the provision of services for children of employed mothers. Concerning juvenile delinquency, answers were sought as to whether or not delinquency was increasing; what kinds of offenses were bringing juveniles to the attention of the courts; and the situation of delinquency among girls. The foster home situation was examined for the factors which have contributed to the curtailment in supply of boarding homes for children and for evidences of increased need for foster home placement. These questions were considered in relation to the industrial and economic situation in the various parts of the State as occasioned by wartime changes. Consideration was also given to what efforts might be undertaken to cushion the effects of

necessary changes as they might unfavorably affect the welfare of children.

The evidence seems to indicate that the situation as to the welfare of children in Massachusetts should occasion no alarm at the present time providing that existing basic services are generally maintained and those in areas of special need reinforced to meet local needs.

Day Care Needs for Children of Working Mothers

As the past year progressed, there became an increasingly more realistic outlook concerning the need for providing services for children of mothers employed in war industry. Encouraged by the Massachusetts Day Care Committee organized under the Division of Health and Social Services of the Massachusetts Committee on Public Safety, at the instigation of the Office of Defense, Health and Welfare Services, local committees on child care have been organized in sixty-eight cities and towns of the state. In most of these communities, surveys have been undertaken to determine present and possible future need for services for children of employed mothers. Local resources, particularly those of the school departments, have been tapped to provide extended school services. The possibility of securing federal assistance has been explored.

In many communities, there have been honest differences of opinion as to whether or not mothers should work. This has been somewhat clarified through the coöperation of the local offices of the United States Employment Service in revealing actual figures showing the number of women already employed and the anticipated need for additional women. As of January, 1943, there were 231,592 women employed in manufacturing industries

engaged in war production and employing 200 or more persons. It has been conservatively estimated that 69,500 or 30 per cent of these women are mothers whose families include 139,000 children.

The statement of policy regarding the employment of mothers issued by the War Manpower Commission on January 13, 1943, clarified the situation somewhat further. It emphasized that "the first responsibility of women with young children, in war as in peace, is to give suitable care in their own homes to their children"; and that "special efforts to secure the employment in industry of women with young children should be deferred until full use has been made of all other sources of labor supply." However, it was stated that "barriers against the employment of women with young children should not be set up by employers"; that "the decision as to gainful employment should in all cases be an individual decision made by the woman herself in the light of the particular conditions prevailing in her home."

In areas where labor requirements of essential industries require the employment of women with young children, the statement of policy referred to above recognizes that "if any such women are unable to arrange for the satisfactory care of their children at home during working hours, adequate facilities be provided for the care of their children during working hours," and that "such facilities should be developed as community projects."

Areas in Massachusetts which have been revealed as those in which a large percentage of the employees in manufacturing industries already are women are: North Adams, 61 per cent; Waltham, 56.5 per cent; Fall River,

53.1 per cent; New Bedford, 50.2 per cent; Lowell, 49.4 per cent; Northampton, 48.6 per cent; Webster, 44.5 per cent; Brockton, 44.1 per cent; Salem, 43.2 per cent; Marlboro, 42.9 per cent; Boston, 35.2 per cent; Springfield, 32.8 per cent. In many of these areas, there are still relatively large demands for expansion which conceivably mean that more mothers will be drawn into the labor supply as the supply of men and women without children becomes exhausted.

In three of these areas, New Bedford, North Adams and Springfield, the U.S.E.S. has already conducted recruitment campaigns for women, a further evidence of the need for women in industry in these areas. The problem of recruiting additional women workers has been recognized as inextricably connected with that of providing adequate services for the care of their children in many of these areas. To this end, the local offices of the U.S.E.S. are coöperating with local committees on child care.

Services for children of working mothers involve provision of the noon-day lunch and after-school recreation programs for school age children as well as day care for those of preschool age. Provisions in Springfield have probably progressed further than those in other communities. The Day Care Committee in Springfield was one of the first to be organized in the State because of early recognition of the need by the Council of Social Agencies. Five centers for children of working mothers, open from 7:15 a.m. until 5:30 p.m., are in operation, with plans for additional centers. These centers now under the public school system provide care for children from two and one-half to twelve years of age; a preschool program for the younger ones, and after-school recreation for

those of school age.

A study of children of families referred to the S.P.C.C. whose mothers were working revealed 642 such cases for the State during 1942. Although the fact that these 642 families included 1,774 children deserves serious concern, it should be pointed out that these mothers represent less than .3 per cent of the total number of women employed in manufacturing industries alone as of January, 1943, and less than 1 per cent of the estimated number of mothers so employed. The proportion that these mothers bear to the total number of mothers employed in all kinds of work would be even smaller. Proportionately, therefore, to the total number of mothers employed, the number of those who seriously neglect their children by doing so is definitely not alarming but care must be taken locally that the situation remains in hand as increasing numbers of women, and among them mothers, go into industry.

The further coördination of activities relating to services for children of working mothers was achieved through an Executive Order issued by the Governor on January 5, 1943, providing for the coöperation of the various State Departments concerned with the problem, Education, Public Health, Public Welfare, Labor and Industries, with the Massachusetts Day Care Committee and empowering the above State Departments to apply on behalf of the Commonwealth for funds which may be available from the federal government for the provision of services for children whose mothers are working.

Juvenile Delinquency

In England during the first year of the war, juvenile delinquency increased 41 per cent in the age group under fourteen; and 22 per cent in the age group from fourteen to seventeen. An increase in juvenile delinquency has been noted nationally in the larger courts of this country on the basis of reports received by the U. S. Children's Bureau from 179 courts. In general, larger increases have been noted for girls' cases than for boys.

According to statistics compiled by the Board of Probation, an increase of 9 per cent in court appearances of juveniles was indicated for the State for the first ten months of 1942 as compared with the same period for the previous year. When this was broken down by boys' and girls' cases, an increase of 29 per cent was noted for girls and a 7 per cent increase for boys.

The situation in Suffolk County where a decrease of 3 per cent was noted was at variance with that for the rest of the State. When this figure was broken down for boys and girls, a decrease of 8 per cent was noted for boys and an increase of 30 per cent in girls' cases. This situation probably reflects the activity of the Boston Police in handling juvenile delinquency cases (boys' cases only) without reference to the court.

The statistics of the Administrative Committee of the District Courts relating to juvenile delinquency for the twelve-month period, Oct. 1, 1941 to Oct. 1, 1942, as compared with the preceding twelve-month period, indicated an increase of only 1.2 per cent for the State as a whole. An

analysis of these figures revealed an increase in forty-three courts, a decrease in twenty-two (four of these in Suffolk County), and substantially no change in eight courts.

A consideration of the courts in areas known to have been affected by war industry or by army camps revealed marked increases in seventeen out of twenty courts: Ayer, Brockton, Cambridge, Charlestown, Chelsea, Fall River, Framingham, Gardner, Greenfield, Leominster, Lowell, Malden, New Bedford, Newton, North Adams, Northampton, Quincy. Decreases were noted in Holyoke and Springfield. Substantially no change was indicated in Pittsfield.

The population at the three training schools for juvenile delinquents--Lyman School, the Industrial School for Girls and the Industrial School for Boys--has been increasing steadily since January, 1942. Commitment of girls to the training schools has increased somewhat more than that of boys but there was not as marked a difference as might have been expected from the proportionately larger increase in the court appearance of girls.

There seems to be a logical explanation for the marked increase in the number of commitments of juveniles without necessarily proving a proportionately substantial increase in the number of court appearances of juveniles. Several authorities have pointed out that the offenses being committed by juveniles are more aggressive in nature because of wartime instabilities and motivations, particularly those of adolescents.

Those interested in the prevention of delinquency among boys and girls must be concerned with the external and internal causative factors

of delinquency and a consideration of how these change in wartime as well as with statistics relating to court appearances. Any plan for the prevention of delinquency must give basic recognition to the motivations which produce delinquent and anti-social behavior. Recreation planned to prevent juvenile delinquency must provide for the draining off in a socially acceptable way of the aggressive energies which abound in adolescent boys and girls.

Essentially, however, plans for delinquency prevention in war as in peace must be long range as well as related to the immediate war situation. Basic child welfare and family security services must be preserved with new emphasis if necessary. The school, the police, and the court, each exercising a special responsibility in the prevention, detection, and treatment of juvenile delinquency, must continue to work toward a common goal.

Foster Home Placement

During the past year, children's agencies have experienced increasing difficulty in finding boarding homes for children. In some areas, this difficulty has been intensified by an increasing demand for foster home placement of children. The shortage of boarding homes which has now become acute in Massachusetts is being felt throughout the country.

In New York City, a joint campaign to recruit boarding homes for children was successfully launched in the summer of 1942 with seventeen agencies participating under the auspices of the New York City Committee on Child Welfare of the State Charities Aid Association. This experiment

to which the metropolitan newspapers gave generous space was successful in revealing a new source of supply of foster homes at a time when agency reserves were completely exhausted.

Encouraged by the success of the New York Campaign and motivated by increasing difficulty in finding boarding homes for children in this state, a state-wide meeting of child placing agencies was called in December, 1942, at the time of the State Conference of Social Work. Agencies reported generally decreasing applications from prospective foster parents. The Division of Child Guardianship of the State Department of Public Welfare reported a sharp drop in applications from prospective foster parents together with a reduction in the proportion of acceptable homes.

An analysis of thirty-five homes recently lost by the City of Boston Child Welfare Department revealed that twenty were lost because foster parents found expenses too high, and fifteen lost, because the foster mother decided to go to work.

Generally the shortage in boarding homes for children has been attributed to the following reasons associated with the war effort: available rooms frequently can be rented to war workers at higher rates than children's agencies can afford to pay; foster mothers are going into industry at good wages; many families have moved to centers of war industry and no longer have available room for foster children because of crowded housing conditions; many young couples who might otherwise consider boarding a child hesitate to do so because of the imminence of the husband's entry into military service.

Although there has been substantially no change in the total intake of the Division of Child Guardianship for 1942 as compared with 1941, there has been some change in the reasons for reception by the Division; while the intake of dependent children decreased considerably, the numbers of neglected and delinquent children each increased.

The Hampden County Children's Aid Association reported an increase in intake of 60 per cent for 1942 as compared with 1941, and 150 per cent for 1942 as compared with 1940.

Based on the report of a sub-committee, appointed at the time of the state-wide meeting of child placing agencies, that the need for foster homes was continuing to be acute, a state-wide effort patterned somewhat after the New York Campaign has been planned for Massachusetts which it is expected will culminate in a newspaper campaign in the late spring of this year.

Preservation and Reinforcement of Existing Services

To reiterate, the welfare of children in Massachusetts should occasion no alarm at the present time providing that existing basic services are generally maintained and those services in areas of special need reinforced and broadened to meet local needs.

Substantial reinforcement of existing services for children has already been accomplished in a few communities and plans are underway in many others under the auspices of local committees on child care. While specifically interested in services for children of working mothers, these committees in many instances are concerned with the fundamentals of

child welfare in their communities including the provision of recreational facilities and measures of child and family security, which are preventive of child neglect and delinquency.

APPENDIX A

February 3, 1943

MASSACHUSETTS DAY CARE COMMITTEE
Alfred F. Whitman, Chairman

Mr. Powell M. Cabot, Director, United States Employment Service, 881 Commonwealth Avenue, Boston.

Mr. Salvatore Camelio, Vice-President, C.I.O., 32 Harding Street, Cambridge.

Mr. E. Everett Clark, Massachusetts Department of Education, 200 Newbury Street, Boston.

Mr. John D. Crowley, Office of Board of Health, 25 City Hall, Cambridge.

Mr. Denis W. Delaney, State Administrator, W.P.A., 600 Washington Street, Boston.

Miss Abigail A. Eliot, Director, Nursery Training School, 355 Marlborough Street, Boston.

Mr. Arthur C. K. Hallock, Director, Massachusetts Child Council, 41 Mount Vernon Street, Boston.

Mrs. Robert Homans, Director, War Services Division, Massachusetts Committee on Public Safety, 18 Fremont Street, Boston.

Mrs. Donald Hurley, Boston Council of Social Agencies, 261 Franklin Street, Boston.

Dr. Paul J. Jakmauh, Commissioner, Massachusetts Department of Public health, State House, Boston.

Mr. Cheney C. Jones, Chairman, Massachusetts Citizens White House Conference Committee, 161 South Huntington Avenue, Jamaica Plain.

Miss Anna A. Kloss, Vocational Division, Massachusetts Department of Education, 200 Newbury Street, Boston.

Miss Sally Leeds, Council of Social Agencies, 145 State Street, Springfield.

Mr. Malcolm Strong Nichols, Family Welfare Society, 10 Derne Street, Boston.

Rt. Rev. Richard J. Quinlan, Diocesan Supervisor of Parochial Schools, 75 Union Park Street, Boston.

Commissioner Arthur G. Rotch, State Department of Public Welfare, Room 33, State House, Boston.

Mr. John A. Scanga, Department of Labor and Industries, 23 Joy Street, Boston.

Mr. Sumner Wiley, New England Federal Public Housing Authority, 24 School Street, Boston.

Mr. Thomas Wilkinson, Vice-President, State Federation of Labor, 11 Beacon Street, Boston.

Mrs. Harry S. Wright, 29 Elm Street, Hingham.

APPENDIX B

February, 1943

MASSACHUSETTS COMMITTEE ON PUBLIC SAFETY
Division of Health and Social Service

LOCAL DAY CARE COMMITTEE CHAIRMEN

Abington	Mrs. J. B. Kent	966 Hancock Street
Amesbury	Mrs. Agnes Bouchard	12 Harrison Avenue
Ashland	Mrs. Mildred P. Williamson (S.S. Chr.)	Pleasant Street
Attleboro	Mrs. Edith Tappan	219 Park Street
Athol	Robert R. Haven (S.S. Chr.)	465 Main Street, Tel. 515-R
Auburn	Mrs. A. J. Cutting	Hillcrest Dairy Farms
Belmont	Mrs. Edmund J. Reardon	70 Horace Street
Beverly	Miss Gertrude Popkin	222 Cabot Street
Boston	Mrs. Donald Hurley	Boston Council of Social Agencies, 261 Franklin Street
Brockton	Mr. Herbert Millman	Y.M.H.A.
Cambridge	Miss Esther Stuart	1000 Massachusetts Avenue
Canton	Miss M. Reardon (S.S. Chr.)	114 Mechanic Street
Chelsea	Frederick Proctor (S.S. Chr.)	Court House, Tel. 4330
Chicopee	Armand Daviau (S.S. Chr.)	Soldiers Relief Agent, City Hall, Tel. 1542
Clinton	Walter J. McGrail	Board of Public Welfare
Duxbury	Mrs. John Flannery	Soldiers Home
Easthampton	Mrs. Eleanor Weidhass (S.S. Chr.)	Town Hall
Everett	Brig.-Gen. E. Leroy Sweetser (P.S. Chr.)	Everett National Bank
Fall River	Ray C. Westgate (S.S. Chr.)	21 Bedford Street, Citizens Savings Bank Building
Fitchburg	Mrs. Alice Fosdick	Family Welfare Association, 9 Pritchard Street
Framingham	Mrs. Helen Ferrari	130 Maynard Road
Greenfield	Miss Adelaide Hood	District Agent, SPCC, 57 Federal Street

Hanover	Mrs. Herbert Hatch (S.S. Chr.)	Hanover Center
Hanson	Mrs. Robert Johnston (S.S. Chr.)	Bonney Hill, South Hanson
Haverhill	Mrs. Mary Goodwin	262 Mill Street
Hingham	Mrs. Harry Wright	29 Elm Street
Holyoke	Mrs. John N. Hazen	53 Park Slope
Ipswich	Mr. Joseph W. Ross	Meetinghouse Green
Lawrence	Mrs. Joseph Jordan	Greater Lawrence Council of Social Agencies
Leominster	William B. Appleton	Supt., Leominster Schools, 342 Merriam Avenue
Lowell	Mr. Evereton O. Dibbs	99 Willey Street
Lynn	Mr. Harvey S. Gruver	Supt. of Schools
Malden	Miss Barbara Wiggin	15 Ferry Street
Marlboro	Mrs. Edward Buckley	44 Harrison Place
Marshfield	Mrs. Ellis Rand (S.S. Chr.)	Marshfield, Tel. 157
Medford	Mrs. F. W. Pote	15 Chester Street
Medway	Mrs. Harold Rotzel	158 Milford Street, W. Medway
Middleboro	Mr. Francis Callan	Office of Clerk of Courts, Plymouth
Natick	Mrs. Phillips Ketchum	South Natick
New Bedford	Robert A. Cotner	60 Eighth Street
Newburyport	Olive Benson	2 Harris Street
Newton	Mrs. Lucius E. Thayer	27 Estabrook Road, Las. 1415
North Adams	Mrs. Frank A. Bond	South State Street
Northampton	Miss Jean I. MacDonald	281 Prospect Street
Northbridge	Mr. John F. O'Neill	Dept. of Public Welfare
Norwood	Mrs. James Butler	17 Highland Avenue
Orange	Mrs. J. P. Mathieu (S.S. Chr.)	Walnut Hill Road
Pittsfield	Miss Ruth Sias	New England Home for Little Wanderers, 8 Bank Row
Quincy	Anthony J. Venna	117 School Street
Randolph	Rev. Harry Butman (S.S. Chr.)	9 South Main Street
Rockland	Mrs. Anne Cannaway	29 Reed Street

Salem	Mr. Max M. Pofcher	30 Leach Street
Shelburne Buckland	Mrs. Eugene W. Benjamin	119 Bridge Street, South Buckland
Somerville	Edward F. Hagan (S.S. Chr.)	935 Broadway
Southbridge	Mrs. Leah Haling (S.S. Chr.)	314 Hamilton Street
Spencer	R. S. Rowlett (S.S. Chr.)	Cherry Street
Springfield	Miss Sally Leeds	Council of Social Agencies, 145 State Street
Taunton	Mrs. Eileen Robinson	Visiting Nurse Association, 14 Church Green
Wareham	Miss Beryl Coyne	c/o Tobey Hospital
Waltham	Mrs. Grace Bailey	439 Lexington Street
Watertown	John Colbert (S.S. Chr.)	Administration Bldg., Main Street
Webster	Miss M. Packer	
Wellesley	Mrs. Arthur G. Rand	20 Sumner Road
Worcester	Mrs. Frank F. Dresser	2 State Street
	Deputy, Miss Lucy A. Turner	2 State Street
Whitman	Carleton Burrill (H. & S.S. Chr.)	103 Webster Street
Winchester	Frank L. Howard	89 Mystic Valley Parkway

Note: S.S. Chr.--Social Service Chairman
H. & S.S. Chr.--Health and Social Service Chairman
P.S. Chr.--Public Safety Chairman

APPENDIX C

January, 1943

CITIES AND TOWNS SERVED BY AREA OFFICES OF THE UNITED STATES EMPLOYMENT SERVICE

Athol	Hubbardston	Petersham	Templeton
Barre	New Salem	Phillipston	Warwick
Hardwick	Orange	Royalston	
Attleboro	Mansfield	Norton	Wrentham
Foxboro	North Attleboro	Plainville	
Boston	Chelsea	Needham	Watertown
Arlington	Everett	Newton	Wellesley
Belmont	Malden	Revere	Winthrop
Brookline	Medford	Somerville	
Cambridge	Melrose	Wakefield	
Brockton	E. Bridgewater	Kingston	Randolph
Abington	Easton	Marshfield	Rockland
Avon	Halifax	Middleboro	Stoughton
Bridgewater	Hanover	Pembroke	W. Bridgewater
Carver	Hanson	Plymouth	Whitman
Duxbury	Holbrook	Plympton	
Fall River	Somerset	Swansea	Westport
Freetown			
Fitchburg	Clinton	Leominster	Sterling
Ashburnham	Gardner	Lunenberg	Townsend
Ashby	Groton	Pepperell	Westminster
Ayer	Harvard	Princeton	Winchendon
Boxborough	Lancaster	Shirley	
Framingham	Ashland	Natick	Sherborn
Greenfield	Conway	Leverett	Shutesbury
Ashfield	Deerfield	Leyden	Sunderland
Bernardston	Erving	Montague	Wendell
Buckland	Gill	Northfield	Whateley
Charlemont	Hawley	Rowe	
Colrain	Heath	Shelburne	

Haverhill	Georgetown	Groveland	Merrimac
Boxford			
Holyoke	Chicopee (part)	South Hadley	
Lawrence	Andover	Methuen	North Andover
Lowell	Dracut	Littleton	Tyngsboro
Billerica	Dunstable	Tewksbury	Westford
Lynn	Nahant	Saugus	Swampscott
Lynnfield			
Marlboro	Hudson	Northboro	Stow
Berlin	Maynard	Southboro	Sudbury
Bolton			
Milford	Holliston	Medway	Northbridge
Bellingham	Hopedale	Mendon	Upton
Blackstone	Hopkinton	Millville	Uxbridge
Franklin			
New Bedford	Dennis	Lakeville	Rochester
Acushnet	Eastham	Marian	Sandwich
Barnstable	Edgartown	Mashpee	Tisbury
Bourne	Fairhaven	Mattapoisett	Truro
Brewster	Falmouth	Nantucket	Wareham
Chatham	Gay Head	Oak Bluffs	Wellfleet
Chilmark	Gosnold	Orleans	West Tisbury
Dartmouth	Harwich	Provincetown	Yarmouth
Newburyport	Ipswich	Rowley	West Newbury
Amesbury	Newbury	Salisbury	
North Adams	Clarksburg	Monroe	Savoy
Adams	Florida	New Ashford	Williamstown
Northampton	Cummington	Hadley	Southampton
Amherst	Easthampton	Hatfield	Westhampton

Belchertown	Goshen	Pelham	Williamsburg
Chesterfield	Granby	Plainfield	Worthington
Norwood	Dover	Norfolk	Westwood
Canton	Medfield	Sharon	
Dedham	Millis	Walpole	
Pittsfield	Lancock	New Marlboro	Tyringham
Alford	Hinsdale	Otis	Washington
Becket	Lanesborough	Peru	West Stockbridge
Cheshire	Lee	Richmond	Windsor
Dalton	Lenox	Sandisfield	
Egremont	Monterey	Sheffield	
Great Barrington	Mt. Washington	Stockbridge	
Quincy	Hingham	Milton	Scituate
Braintree	Hull	Norwell	Weymouth
Cohasset			
Salem	Gloucester	Marblehead	Rockport
Beverly	Hamilton	Middleton	Topsfield
Danvers	Manchester	Peabody	Wenham
Essex			
Springfield	Granville	Monson	Ware
Agawam	Hampden	Montgomery	Warren
Blandford	Holland	Palmer	Westfield
Brimfield	Huntington	Russell	West Springfield
Chester	Longmeadow	Southwick	Wilbraham
Chicopee (part)	Ludlow	Tolland	
East Longmeadow	Middlefield	Wales	
Taunton	Raynham	Rehobeth	Seekonk
Dighton			
Waltham	Carlisle	Lexington	Wayland
Acton	Concord	Lincoln	Weston
Bedford			
Webster	Douglas	Oxford	Sturbridge
Charleton	Dudley	Southbridge	Sutton

Woburn	North Reading	Stoneham	Winchester
Burlington	Reading	Wilmington	

Worcester	Grafton	North Brookfield	Spencer
Auburn	Holden	Oakham	Westboro
Boylston	Leicester	Paxton	West Boylston
Brookfield	Millbury	Rutland	West Brookfield
East Brookfield	New Braintree	Shrewsbury	

APPENDIX D

Excerpt from
FEDERAL REGISTER, Saturday, August 15, 1942

WAR MANPOWER COMMISSION
(Directive No. IX)

DAY-CARE OF CHILDREN OF WORKING MOTHERS

COORDINATION OF FEDERAL PROGRAMS

Directive to certain Government departments and agencies, to develop, integrate and coordinate Federal programs for the day-care of children of working mothers.

By virtue of the authority vested in me as Chairman of the War Manpower Commission by Executive Order No. 9139,[1] establishing the War Manpower Commission, and having found, after consultation with the members of the War Manpower Commission, that existing and anticipated requirements for workers in essential activities render necessary the employment of large numbers of women, that among such women may be found many mothers of young children, that no woman responsible for the care of young children should be encouraged or compelled to seek employment which deprives her children of her essential care until after all other sources of labor supply have been exhausted, but that if such women are employed, adequate provision for the care of such children will facilitate their employment, and that the measures hereinafter set forth will promote the effective mobilization and maximum utilization of the Nation's manpower in the prosecution of the war, it is hereby directed:

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1 7 F.R. 2919

I. The Office of Defense Health and Welfare Services, in consultation with such departments and agencies of the Federal Government as it may deem appropriate, shall:

(a) Promote and coordinate the development of necessary programs for the day-care of children of mothers employed in essential activities;

(b) Determine, either directly or through such Federal departments and agencies as it may designate, areas in which such programs of day-care should be promoted, and the respective responsibilities of the Federal departments and agencies concerned in the development of such programs; and

(c) Take such action as may be necessary or appropriate to assure the effectuation of all such programs.

II. The United States Employment Service shall prepare, keep current and make available to the Office of Defense Health and Welfare Services, data reporting its best estimates with respect to the number of working mothers with young children, and the anticipated requirements of essential activities for the employment of such mothers, by periods and areas.

III. The Work Projects Administration in the Federal Works Agency, the Children's Bureau in the Department of Labor, the Office of Education in the Federal Security Agency, the Bureau of Public Assistance in the Social Security Board in the Federal Security Agency, the Farm Security Administration in the Department of Agriculture, the Federal Public Housing Authority in the National housing Agency and every other Federal department or agency carrying on child day-care programs or programs related

thereto shall make available to the Office of Defense Health and Welfare Services reports with respect to such day-care programs or programs related thereto, carried on by such department or agency, and shall take such action as may be necessary or appropriate to insure the integration and coordination, through the Office of Defense Health and Welfare Services, of all Federal programs for the day-care of children of working mothers and otherwise to carry out the purposes of this directive.

IV. This directive may be cited as the "Directive to Develop, Integrate and Coordinate Federal programs for the Day-Care of Children of Working Mothers."

PAUL V. McNUTT,
Chairman.

August 12, 1942

(F.R.Doc.42-7928; Filed, August 14, 1942; 11:09 a.m.)

APPENDIX E

WAR MANPOWER COMMISSION

Policy on Employment in Industry of Women with Young Children
As Amended January 13, 1943

The expansion of the war production program, as well as the increasing requirements of our armed forces, necessitates the maximum utilization of our labor resources. In many areas the lack of adequate housing and transportation facilities compels full use of the local labor supply. These considerations make it necessary to employ large numbers of women in gainful occupations useful to the war effort. Appropriate measures have been and are being taken to provide for the recruitment and training of additional women. Prospective war production schedules indicate that such measures must be considerably expanded and intensified. In carrying out the Nation's program for the utilization of women workers, it is important that to the maximum extent, normal family life be preserved and maintained.

To promote that end, and to promote the effective mobilization and maximum utilization of the Nation's manpower in the prosecution of the war, the War Manpower Commission hereby declares the following basic policies:

I. The first responsibility of women with young children, in war as in peace is to give suitable care in their own homes to their children.

II. In order that established family life may not be unnecessarily disrupted, special efforts to secure the employment in industry of women with young children should be deferred until full use has been made of all other sources of labor supply.

III. Barriers against the employment of women with young children should not be set up by employers. The decision as to gainful employment should in all cases be an individual decision made by the woman herself in the light of the particular conditions prevailing in her home.

IV. Whenever it is found that women with young children are gainfully employed in essential activities, or that the labor requirements of essential activities have not been met after the exhaustion of all other

sources of labor supply and that to meet such requirements, women with young children must be recruited, it is essential that:

(a) Such women be employed at such hours, on such shifts or on such part-time schedules as will cause the least disruption in their family life; and

(b) If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be provided for the care of their children during working hours. Such facilities should be developed as community projects and not under the auspices of individual employers or employer groups.

APPENDIX F

January 5, 1943

THE COMMONWEALTH OF MASSACHUSETTS

By His Excellency

Leverett Saltonstall

Governor

EXECUTIVE ORDER NO. 47

WHEREAS, there is an unprecedented need for the employment of women in industries, civilian defense work, and other activities vital to the prosecution of the war between the United States and certain foreign countries; and

WHEREAS, many mothers and other women having the care and custody of children have become or hereafter may become employed in such industries, work, and activities, which employment makes or will make it extremely difficult for them to adequately provide for the health, safety, care, and welfare of such children during the period when they are so employed; and

WHEREAS, provision for the day care of such children will materially aid the war effort by promoting the availability and efficiency of women for such employment; and

WHEREAS, the Government of the United States, acting through the Federal Security Agency, has requested that the Commonwealth co-operate with said office and with appropriate public and private agencies in a program to establish, maintain and operate centers wherein such children may be received and adequately provided for during the period of employment of those women charged with their care and custody, and has made funds available for such purpose:

NOW, THEREFORE, I, LEVERETT SALTONSTALL, Governor of the Commonwealth of Massachusetts, acting under the authority of Acts of 1941, chapter 719, section 7, Acts of 1942, chapter 13, section 2 (10), (13), and section 3, and of all other authority vested in me, do hereby issue this order as a measure necessary and expedient for meeting the supreme emergency of the existing state of war between the United States and certain foreign countries.

1. The Commissioners of Public Welfare, Public Health, Education, and Labor and Industries, and the Massachusetts Committee on Public Safety are hereby authorized and empowered to co-operate with each other, with the appropriate federal authorities and with appropriate public and private agencies within the Commonwealth in the promotion and co-ordination of a program for the day care of children who are under the care and custody of their mothers or other women who are or hereafter may be employed in industries, civilian defense work or other activities related to the prosecution of the war.

2. The said Commissioners of Public Welfare, Public Health, Education, and Labor and Industries are hereby jointly and severally authorized and empowered to apply on behalf of the Commonwealth for any funds which now are or hereafter may be made available to the Commonwealth by the Government of the United States or any agency thereof for the purpose of administering and assisting in the establishment and development of such part of the program referred to in paragraph one of this order as may be within the jurisdiction of their respective departments as set forth in said program. Said Commissioners are hereby further jointly and severally

authorized and empowered to apply on behalf of the Commonwealth for any funds which now are or hereafter may be made available to the Commonwealth by the Government of the United States to assist any appropriate public or private agency within the Commonwealth in providing day care for children under such part of the program referred to in paragraph one of this order as may be within the jurisdiction of their respective departments. The State Treasurer shall be the custodian of the funds allotted to the Commonwealth under said program. The funds so allotted by the Government of the United States or any agency thereof shall be expended without specific appropriation under the order of the Commissioner having jurisdiction over that part of the program for which the funds have been allotted as set forth in said program.

GIVEN at the Executive Chamber in Boston,

this 5th day of January,
in the year of our Lord one thousand
nine hundred and forty-three, and of the
Independence of the United States of
America, the one hundred and sixty-seventh.

By His Excellency the Governor, Leverett Saltonstall

Secretary of the Commonwealth.

GOD SAVE THE COMMONWEALTH OF MASSACHUSETTS

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Approved,

Richard K. Conant

Dean

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